

DD/A Registry
File 04M-6

DD/A 74-4475

18 NOV 1974

MEMORANDUM FOR: Director of Communications
Director of Finance
Director of Joint Computer Support
Director of Logistics
Director of Medical Services
Director of Personnel
Director of Security
Director of Training

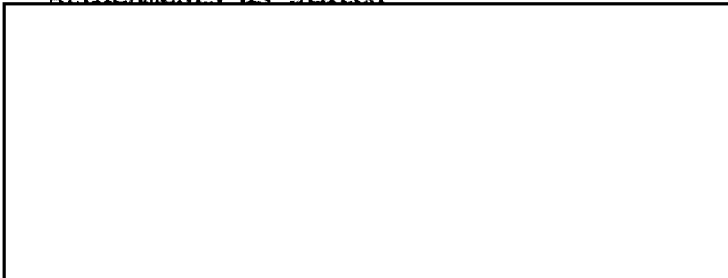
SUBJECT : Planning and the Planning Council

At the DD/A Management Conference in September, we agreed that we would establish a planning council at the capstone of the planning structure within this Directorate. To start the process functioning, we need to have agreement as to concept and operating procedures. In order to generate that concept and generally get things moving beyond the talking stage, we have put together some papers relative to the planning process which are attached. While these serve generally as a blueprint, they are not intended to be the final product. I would appreciate it if you would treat the attachments as stalking horses to initiate further thought on the implementation of our planning process. Please let me have your comments by 29 November.

/s/ John F. Blake

John F. Blake
Deputy Director
for
Administration

Attachments as stated



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AR/DDA/[]lyt (13 November 1974)

Distribution:

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5 November 1974

THE PLANNING COUNCIL

Within the Directorate for Administration, a planning mechanism has been established which reaches its highest level in the Planning Council. This Council consists of the office directors of the Directorate for Administration. It is divided into two subgroups, one of which consists of the Offices of Logistics, Communications, Finance, and Joint Computer Support. The other consists of Medical Services, Personnel, Training, and Security. Most of the time, these subgroups will operate independently dealing with the substantive matters which are of greatest concern to them. Thus, we would expect that questions of technology, inflation, and building facilities would normally be considered by the first planning group. The second one, by its composition, is already oriented heavily in the direction of people and their problems. It would be to this group that we would look for most of the planning relative to the futurity of our personnel decisions.

The Planning Council cannot, of course, plan in a vacuum. It needs to have direction and guidance which can only come from command. Staff can assist in the development of alternatives for direction and alternatives for guidance, but command must make the final decisions in passing this information on to the Planning Council.

The purpose of establishing a Planning Council appears to be twofold:

- a. The most obvious is to plan for the future;
- b. Secondly, to involve top levels of Directorate management directly in the planning process in order to improve the product, but also to increase support for the result.

It would thus seem to be important to build planning projects in such a fashion as to keep the office directors directly involved. The office director must not serve as a conduit for planning staff views. I don't think we can stress that point too much. The input must be line thoughts and line ideas, not staff thoughts and ideas.

For planning to work, goals must be defined. What are we doing now and where do we want to be in years from now. These can be defined broadly for a Directorate as a whole and then each office can define such broad goals to become specific office targets and objectives. Assumptions must be made about the important factors which will bear upon the period for which planning is being done. These assumptions should include such things as the economy, the ecology, the needs of the Directorate and of the Agency, the international situation, the domestic situation, energy, democracy and the like. Guidelines should then be developed taking into account these assumptions and the goals as to what factors should be considered or should not be considered in shaping the possible decisions which will effect the future.

The DDA will have to make the determination as to whether the Planning Council will actively plan or will merely study various alternative possibilities developed by other mechanisms. For example, the Planning Council might commission a variety of studies, levying these upon different elements of the DDA. It could then review and modify those studies, pass them to the DDA for his approval and then refine them into an overall master plan. On the other hand, the Planning Council could actively do the planning and the research, prepare the paper and send it to the DDA for approval. In any event, it is my opinion that the Planning Council should concern itself with long-term planning from 5-8 years in the future. It should be concerned with those plans and activities which are necessary to get the Directorate as a whole into the desired posture in the specified time-frame. Mid-term and short-term planning can be done by existing mechanisms; either the staff or line elements which exist now but that planning should be as the result of the definition of long-term goals and not merely as reaction to short-term environmental changes.

5 November 1974

PLANNING

Planning is a way of establishing the futurity of present decisions. It is also a way of considering alternatives to courses of action which can be affected by events beyond the control of the component concerned. Planning can also be considered as the definition of a set of objectives, the establishment of various viable means of attaining those objectives and the monitoring of accomplishments through the means of some type of feedback mechanism. Planning cannot exist as a one-time thing. That is, no organization can develop a plan, start marching to it, and never change that plan regardless of events. Therefore, our planning system must build into it some means for effecting changes in the plans to conform with requirements. For this reason, any five-year plan which is developed today represents a plan in the original English language meaning of the word: a blueprint; a drawing on a flat piece of paper.

Certain long-range objectives have been identified by the DDA for the next five years. As stated by him at the DDA Management Conference [redacted] the two of the major five-year objectives are [redacted] and the expansion of the computer capability of the Office of Joint Computer Support. These two specific objectives represent an underlying objective: the deliberate use of technology to enhance productivity and the utilization of dollars today to buy techniques which will provide the possibility of personnel savings in the future. Clearly that objective in and of itself is only a technique for accomplishing the more fundamental basic objective confronting the Directorate for the next five years: the improvement of service at less real cost.

How do we develop a DDA five-year plan? One way of doing it is to establish office goals by each component. The DDA long-range goal would then consist of the totality of those office goals. This would continue the former practice of operating the Directorate as a conglomeration of equals, coordinated by the Deputy Director. Clearly, this is not the way that the DDA wishes to operate.

An alternative is to postulate a series of guidelines including the statements of Directorate targets from the Directorate level, transmit those to the components, and then take the component plans and meld them into an overall Directorate plan of action. This has

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the advantage of establishing a commonality of goals, but the final product remains heavily weighted by the input of the individual offices. While it may no longer be merely the sum of the total of the individual parts, it is still largely that.

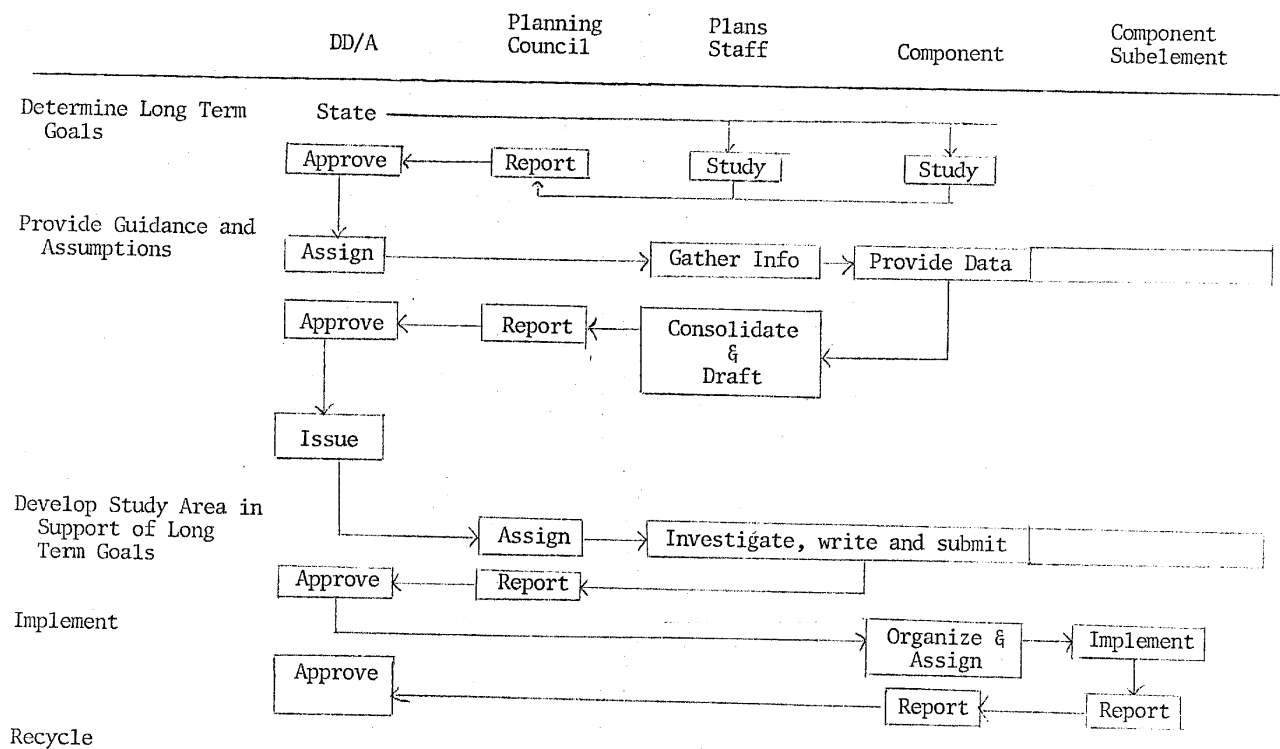
A third way would be for Directorate goals to be established at the Directorate level from among those possible goals which are developed at both the Directorate level and from the offices. Some of these would be planned and directed from the Directorate level. These would be primarily those that are interoffice in nature. For such goals, the Planning Council could provide the major impetus and input. Individual offices will remain responsible, as they now are, for the single office targets. These would be part of the overall mosaic of Directorate goals, executed by a single office and directed at the Directorate level.

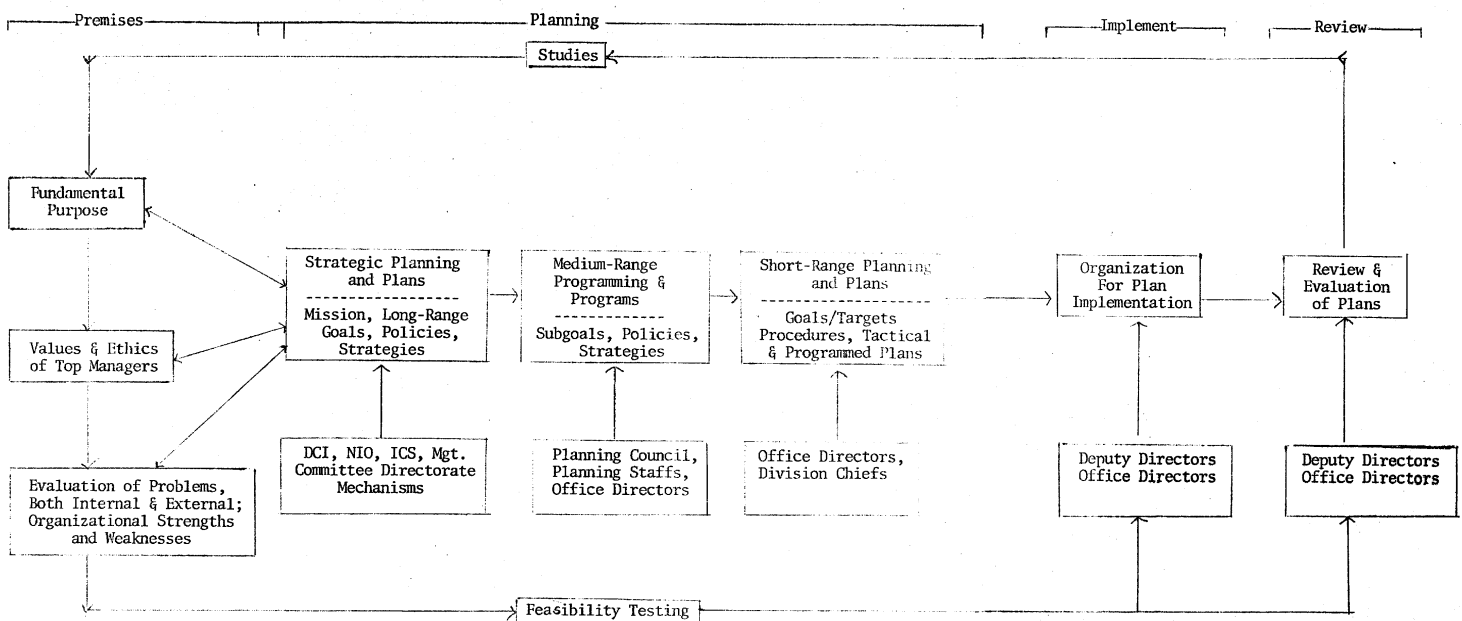
It is important to avoid confusing long-range goals with those which are covered by a management by objectives program. These latter of necessity should be short-range, quantified, and aimed at improving quite specific products. The former will be more ephemeral, designed to enhance the total product of the Directorate, and will not be tracked by the same mechanism. The long-range goals should eventually appear, in some form, as short-term objectives. But, the passage of time, the impact of outside influences, will necessarily make these goals much more volatile.

This suggests some type of formal review mechanism of long-range goals, probably through the Planning Council. Perhaps at the time of development of each new five-year plan, the existing targets for the existing five-year plan would be reviewed. Planning assumptions and guidelines should likewise be reviewed on an annual basis for long-term planning. The mechanism of the bimonthly MBO meetings can function effectively as the review mechanism for short-range objectives by merely inserting a deliberate evaluation process into our present agenda-formulation process.

The feedback mechanism inherent in the planning process is provided through the bimonthly meetings on MBO coupled with the monthly financial meetings. These should serve very effectively to meet the needs of our short-term planning mechanism. The long-term planning mechanism will require the deliberate addition of some feedback mechanism. There can be an annual report to the office directors at an annual management conference. Also, an evaluation system can be devised to rate the performance of each office in terms of its management and contribution to the Agency. Such an evaluation system should be designed to be as objective as we can make it. This implies that it should be modified frequently

until we get the tool that we need. The evaluation should be based in large measure upon the letter of instruction sent to the office director. Performance of the office as a whole should then be charted against those things that he and the Deputy Director have agreed are the most significant things to take place in the forthcoming year or years for his office. The office director should then be apprised of the results of this evaluation, the strengths of his organization and the weaknesses of his organization. The evaluation mechanism should serve to outline the degree of accomplishment of the managers involved. It also should be sufficiently objective to serve as a tool for the Deputy Director in making resource decisions in an era of scarce resources.





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26 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration

SUBJECT : Planning and the Planning Council

REFERENCE : Memo fr DD/A dtd 18 Nov 74, same subject

1. This is in response to your request for comment on the content of attachments to the referent which pertain to the role of the Planning Council. I agree with the general thrust of the third alternative in the Planning paper. Directorate goals are essential to guide some aspects of long-range planning while other long-range plans can best be developed from circumstances and requirements which are identified at the component level. The DDA planning system should facilitate efforts to define long-range goals which in either case are in harmony with Agency planning objectives.

2. I suggest, however, that the role of the Planning Council not be limited to involvement only in "long-range" planning matters. The nature and significance of some issues involving plans designed for more immediate application will also require the collective judgment of the Directors of those DDA components concerned. The Planning Council should be used to direct the attention of the appropriate group of DDA Office Directors to any planning issues which merit their collective consideration.

3. The DDA Planning Staff and the Planning Staffs of each DDA component should be alert to identify significant issues which involve the interests of two or more offices and warrant consideration by either of the Council subgroups or by the Planning Council as a whole.

[Redacted Signature Box]

F. W. M. Janney
Director of Personnel

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27 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration

SUBJECT : Planning and the Planning Council

REFERENCE : Memo for Multiple Addressees fm DD/A
dtd 18 Nov 74, same subject

1. In response to referent memorandum, the establishment of a Planning Council for the purpose of long-term (8 to 10 years) planning can be a worthwhile endeavor if it is recognized that the goals and aims of the planning will be on a very broad basis with the understanding that too much detail in the concepts of the plan could be counterproductive because of frequent changes in organizational structure, requirements and goals. In other words, finer details of plans can be established later on when and if it appears the plans should be implemented.

2. I would also suggest that the Planning Council be made up of office deputies rather than the office chiefs. This is because of the many constraints upon an office chief's time, plus the fact it is more likely that the deputies will be on the scene when the long-term plans are finally implemented. The deputies, of course, would confer with the office chiefs and keep them apprised of the work of the Planning Council and weave into the work of the Council the suggestions and ideas of the office chiefs.

Thomas B. Yale
Director of Finance

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OC-11-74-674

27 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration

SUBJECT : Planning and the Planning Council

1. In the absence of [] and lacking the benefit of the Management Conference discussions on this topic, I will attempt to respond to your memorandum of 18 November 1974, subject as above.

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2. We in the Office of Communications are heavily committed to the planning activities which give direction to our major programs. Generally, these activities fall into the categories of short or mid-term planning. Occasionally we embark on planning efforts which are long term in nature, such as those related to [] MAX and AFT, which may involve major system commitments extending ten or more years in the future. These plans require detailed technical and operational studies by highly skilled specialized personnel. This planning process is essential to the fulfillment of the OC mission and could not be superceded effectively by the efforts of a DD/A-level Planning Council, although it is recognized that the Council would promulgate goals, assumptions and guidelines which will influence these planning activities.

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3. From a careful study of the attachments to your memorandum, we believe the one entitled, "The Planning Council" was intended to outline the concept and organization of the Council. We are generally in agreement with the arrangements described in this document as discussed in paragraphs 4 and 5 below. We believe the second attachment entitled, "Planning" is intended to outline the procedures for the Council. We found that this document contained an interesting generalized discussion of planning, but, except in a few instances, lacking in detail on how the Council would operate. We also found some of the ideas presented therein to be questionable as discussed in paragraph 6 below.

4. Commenting specifically on the first attachment to your memorandum, we are in general agreement with the concept of the Planning Council as described therein. The period of five to eight years in the future appears to be an appropriate target for the Council's attention and will avoid duplication and conflict

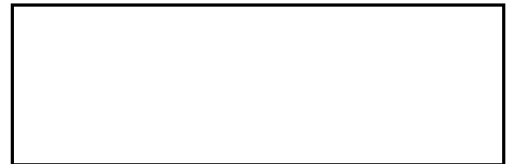
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with shorter term planning activities already taking place at the Office level. Regarding the organization of the Council, we agree that the two sub-groups proposed would be the most logical arrangement for the diverse functional Offices represented. We are concerned, however, that there is no apparent provision for OC participation in the people-oriented group. With [] of the DD/A personnel currently assigned to OC, we believe we should have a voice in any planning forum which considers matters of vital interest to our people.

5. Also, on the matter of organization, the Planning Council should avoid any tendency to establish a support staff to conduct planning studies. The Council should decide what planning studies are needed and should then task a single Office or multi-Office task group to conduct the required studies. The Council should then consider the results of such studies and formulate and issue appropriate policy, goals or guidelines to the responsible Office Heads.

6. Commenting specifically on the procedures described in the attachment entitled "Planning", we are confused by the frequent reference to "the five year plan." We understood from the other attachment that the Council would address the long range planning period beyond five years. This we fully agree with. We reiterate that we think it is improper for the Council to become involved in near term planning covering the next five years because this would unnecessarily involve the Council in Office-level planning. We believe that the tracking of major Office-level programs through the MBO process provides an adequate feedback mechanism to determine how individual Offices are responding to long range goals, assumptions and guidelines. In addition, we agree that an annual report on the overall progress toward meeting long range goals would be appropriate. We believe that the attention of the Council should be focused mainly on formulating and monitoring goals which are inter-Office in nature; however, we cannot visualize a Council consisting of the DD/A and the Office Directors actually "planning" how these goals would be achieved as is suggested in the attachment. Instead we would visualize an inter-Office planning group being chartered by the Council to do the planning and present the alternatives to the Council for discussion and decision. Goals involving single Offices should continue to be planned and executed as they are today with the DD/A overview achieved through MBO meetings. The extent to which these individual Office plans are responsive

to any long range goals promulgated by the Council would be reflected in the annual long range planning report. And finally, we are not sure what is intended by the discussion of organizational and management evaluation within the context of the Planning Council. It seems to us that evaluation of an Office performance or its management is not properly a matter within the purview of a Planning Council as is suggested in the attachment. This should be a matter of bilateral concern between the DD/A and the Office Director.



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Acting Director of ~~Co~~munications

017-01-001

MEMORANDUM FOR: Deputy Director for Administration

SUBJECT : Planning and the Planning Council

REFERENCE : DD/A Memorandum, Same Subject,
dtd 18 Nov 74

1. We have examined the attachments to the referenced memorandum and agree basically with the statements on the Planning Council and planning and have no real quarrel with the two planning methods laid out in the attached wiring diagrams. I feel that there are a number of different approaches to planning which, if used conscientiously, could give good results, or bad results dependent on the interest and initiative of the people involved. Rather than critique the papers and charts in detail, I would like to raise two specific questions. These concern (1) establishing in our minds the corpus of the thing we are planning for and the factors which affect that corpus; and (2) determining how far ahead we can logically plan and in the appropriate time frame determine the matters about which we can realistically make plans.

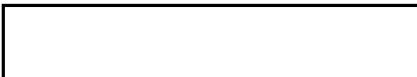
2. It would seem to me that the Planning Council should first try to understand the corpus of our concern, which is probably the Agency's administrative process. The Council should determine its essential parts, how they interrelate and the outside influences which cause the corpus to react in various ways and in degree. Perhaps the best way to get at the corpus, its parts and influences is by the development of a systems model. When we can clearly see via the model the thing that we are planning for, we can then more clearly see what we must pay most attention to in our planning.

3. The attached papers suggest that we might be planning five to seven years in the future, yet we live in a DCI planning context of only about five years (the DCI's perspectives paper). This tells us that the Administration Directorate cannot reasonably plan in response to specific operational or intelligence activities of the Agency. We can, however, plan for a different class of concerns or problems which will remain regardless of the operating

mission of the Agency. To be specific, we can plan for increased use of hardware to achieve savings in people and time, we can plan in the area of work simplification and work effectiveness, as well as plan for the application of new techniques and methods in our specific disciplines.

4. Certainly one of the areas that needs attention is the planning process itself. At present, the process creates reams of paper with every exercise, extensive headaches for all concerned and little light. Any improvement in how we manage this process will be a significant step forward.

5. I offer the above as some input to the questions raised regarding the role of the Planning Council with the hope that these ideas might help in the launching of that activity.



Alfonso Rodriguez
Director of Training

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OJCS 1706-74

29 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration

SUBJECT : Planning and the Planning Council

REFERENCE : Your memo of 18 November 1974, Same Subject
(DD/A 74-4475)

1. We have reviewed the papers forwarded with reference. As you have suggested, they are useful in moving from concepts to procedures, but this will probably be the most difficult part of the process. I think it will be more difficult because operating procedures require more specificity than concepts. The whole communication process on planning is really put to the test when we pick up our pencils and begin to plan. This is when we will learn how well we understand the DDA planning process that you want.

2. In order to be responsive to your request for comments, we have simply highlighted in the attachment the main elements that I see in the planning process, making choices where several alternatives were discussed in the planning papers that were forwarded with your memorandum and adding definitions where I thought they were necessary. I have assumed that all of us have some understanding of goals, objectives, and plans, and have tried to avoid lengthy narrative.

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3. I would have preferred to comment on these papers orally because I believe that more interaction is required than can be obtained through written comments.

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HARRY E. FITZWATER
Director of Joint Computer Support

Attachment: a/s

Distribution:

Orig & 1 - Addressee
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DDA PLANNING PROCESS

| <u>Element</u> | <u>Description</u> | <u>Comments</u> |
|-----------------------------|--|--|
| DDA Planning Council | Chairman-DDA, Members-Office Directors. These are the responsible officers for the Directorate Plan (as distinguished from office plans). The purpose is twofold: 1. to plan beyond the 2-year cycle which ongoing procedures require; 2. to involve top levels of Directorate management in the planning process. | The suggestions that the Planning Council might "merely study various alternative possibilities developed by other mechanisms" and that it might "commission a variety of studies, levying these upon different elements of the DDA" do not seem to inspire the kind of top management involvement that I think is wanted. |
| Planning Council Sub-Groups | Chairman-ADA, Members-Deputy Office Directors and Planning Officers. | If we are to have these sub-groups, we should name the two groups. A suggestion--Technical Planning Group and Administrative Planning Group. You might want to reconsider whether we need these sub-groups. The disadvantages are: increases the number of people involved, creates layers, will lead to more meetings, and increases the problem of communications. |
| Planning Assumptions | These are basic assumptions concerned with requirements, resources, and the situation that is likely to prevail during the planning period on which goals, objectives, and plans are based. | There is a degree of interaction between assumptions and plans. Because we assume that certain things are going to happen, we make plans. On the other hand, when we plan, certain elements are unknown. We must make certain assumptions for these elements in order to complete the plan. |

| | | |
|------------------|---|--|
| Goals | Broadly defined objectives of the DDA for the period ending 5 years after the current fiscal year. These originate with the DDA and are discussed with the Planning Council so that consensus, where possible, can be obtained. | To the extent possible, goals should have quantifiable or qualitative parameters so that results can be evaluated. Even if such parameters are not possible, we should avoid, as much as possible, so-called "motherhood goals." |
| Objectives | These are more specific office targets that are derived from DDA goals. These originate with Office Directors and are discussed in the Planning Council so that interaction among several offices on the same DDA goal is properly coordinated. | Objectives are more susceptible to quantifiable and qualitative parameters than goals. The objective must be stated in a manner that permits one to determine later whether the objective has been met. |
| Planning Periods | Short Term - current fiscal year Mid Term - next fiscal year Long Term - 4 years beyond the next fiscal year | If we are going to use terms like Short Term, Mid Term, and Long Term Plans, we should define them. These are suggestions. |

Plans

A course of action one expects to follow to reach a specified objective. A complete plan includes:

- Assumptions on which the plan is based
- Results or objective to be reached
- Resources needed
- Action Plan (what will be done and when)
- Alternative courses of action

Some effort towards development of a standard outline or checklist for all plans will be needed. Restrictive or overly detailed formats are not helpful, but certainly some uniformity of style and format will help us get started on the right track and be a useful means for providing guidance on the type of planning product desired.

Feedback and Review

There are various means for feedback and review of the DDA planning process:

1. DDA Goals - Annual reports by offices; annual evaluation by DDA
2. Objectives - Bi-monthly status reports by offices;
Bi-monthly Management Conferences
3. Plans for current fiscal year - regular budget and financial reviews
4. Plans for next fiscal year - regular program reviews

The same general comments as noted under Plans, above, apply here. We need to refine and systematize the methods for providing feedback on plans and for evaluating progress.

29 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration
SUBJECT : Planning and the Planning Council
REFERENCE : Multiple Adse Memo dtd 18 Nov 74 fr DD/A,
same subject

1. We have reviewed the referent memorandum and its attachments and reaffirm our agreement that a planning council would be a valuable tool in directing and monitoring the planning process in the Directorate. We also believe that, of the three suggested alternative methods for establishing Directorate goals, the most effective would be that which establishes such goals at the Directorate level from those developed at both the Directorate and office levels. Our experience with certain of the current objectives is that the objective might not be well defined as to what it is to accomplish and/or it is so broad in its scope of possible interest that it is difficult to solicit effective participation. We feel that a planning council could not only coordinate Directorate goals into a viable set of goals but could also define them and assign clear-cut responsibilities for their accomplishment.

2. We are prepared to lend our assistance and support to this program as it develops.

[Redacted Signature Box]

for Michael J. Malanick
Director of Logistics

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OL 4 5665a

29 November 1974

MEMORANDUM FOR: Deputy Director for Administration
SUBJECT : Planning and the Planning Council
REFERENCE : Your memorandum, dated 18 November 1974,
subject as above

As requested, comments on the referent memorandum are provided.

1. The two planning papers provided were reviewed with interest. We are in agreement that longer-range planning is the appropriate area for Directorate planning. We are also in agreement that the preferred approach for developing a long-range Directorate plan would be for Directorate goals to be established at Directorate level from among goals developed at both the Directorate and office levels.

2. In regard to the proposals for the Planning Council, we cannot at this time foresee precisely how the entire Council would function. We do however foresee considerable merit in a Council subgroup composed of the Offices of Personnel, Security, Training and Medical Services. We welcome this as a development that would be helpful to us. We believe that with some experience with this subgroup and the other major subgroup proposed, the proper role and function for the Planning Council would evolve.

[Redacted Signature Box]

JOHN R. TIETJEN, M. D.
Director of Medical Services

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ADMINISTRATIVE — INTERNAL USE ONLY

29 NOV 1974

MEMORANDUM FOR: Deputy Director for Administration
SUBJECT : Planning and the Planning Council
REFERENCE : Memo fr DD/A dtd 18 November 1974,
Same Subject (DD/A 74-4475)

1. This memorandum is for information only.

2. As I indicated at the conference at [] I favor the Planning Council approach. I favor this approach first of all because if it is handled properly it can help us avoid a number of problems which might develop without appropriate planning. Probably more important however, I look upon this Council as participation in management decisions that will affect the future. I think that this in itself makes it worthwhile.

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3. I also agree with the proposal to break the Planning Council down into two sections. I think the breakdown is logical, but I would hope that everyone would see the work of the two groups. For example, I can envision activities of the group involving OJCS and Logistics as having an effect on Security and would want to know such planning. I would also agree that a logical planning period is five to eight years.

4. The only thing I have a problem with in the attached papers is the effort to work out minute details of planning procedures. I am not sure this can be done at this time, and I would think that maybe the Council itself would be in a better position to establish procedures after it is formed. Other than this suggestion, I endorse the whole concept.

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[]
Charles W. Kane
Director of Security

OS 4 1321-A